

# Metropolitan Transportation Plan for Clark County



**Updated: December 2007**

**Amended: July 2008**

**Southwest Washington Regional Transportation Council**

# METROPOLITAN TRANSPORTATION PLAN

## FOR CLARK COUNTY

Adopted: December 4, 2007  
RTC Board Resolution 12-07-24

Amended: July 22, 2008  
RTC Board Resolution 07-08-10

Southwest Washington Regional Transportation Council  
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Preparation of this Plan was funded by grants from the Washington State Department of Transportation, U.S. Department of Transportation (Federal Highways Administration and Federal Transit Administration) and local funds from RTC member jurisdictions.

The policies, findings, and recommendations contained in this Plan do not necessarily represent the views of the state and federal agencies identified above and do not obligate those agencies to provide funding to implement the contents of the Plan as adopted.

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City of Stevenson	City of Vancouver
City of Washougal	City of White Salmon
City of La Center	Town of Yacolt
City of North Bonneville	City of Bingen
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Clark County Public Works	Bill Wright
Clark County Planning	Mike Mabrey
City of Vancouver, Transportation	Matt Ransom
City of Vancouver, Community Development	Bryan Snodgrass
City of Washougal/Port of Camas-Washougal	Trevor Evers
City of Camas	Jim Carothers
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C-TRAN	Debbie Elven-Snyder
Port of Vancouver	Katy Brooks
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**METROPOLITAN TRANSPORTATION PLAN FOR CLARK COUNTY**  
**UPDATED: DECEMBER 2007, AMENDED: JULY 2008**  
**TABLE OF CONTENTS**

**Update: RTC Board Resolution 12-07-24 (December 4, 2007), *Metropolitan Transportation Plan Update***  
**Amended: RTC Board Resolution 07-08-10 (July 22, 2008), *Metropolitan Transportation Plan Amendment***

<b>CHAPTER 1</b> .....	<b>1-1</b>
<b>INTRODUCTION: MTP Vision, Purpose and Goals</b> .....	<b>1-1</b>
<b>Framework and Vision</b> .....	<b>1-1</b>
Purpose.....	1-1
MTP Goals .....	1-2
Figure 1-1: RTP Goals .....	1-4
Scope.....	1-5
Figure 1-2: Clark County Washington (location map).....	1-6
Transportation Issues Addressed in MTP .....	1-7
Statutory Requirements.....	1-7
Federal.....	1-7
State.....	1-10
Washington State's Regional Transportation Planning Program.....	1-12
Intergovernmental Coordination - Clark County MTP Update Development Process.....	1-14
Figure 1-3: RTC Agency Structure .....	1-15
Bi-State Coordination.....	1-15
Level of Service Standards .....	1-16
Clark County Metropolitan Transportation Plan Update: Work Plan.....	1-16
Figure 1-4: MTP Process.....	1-17
Outline of MTP Chapters .....	1-18
 <b>CHAPTER 2</b> .....	 <b>2-1</b>
<b>LAND USE, GROWTH AND TRANSPORTATION</b> .....	<b>2-1</b>
<b>Land Use and Transportation</b> .....	<b>2-1</b>
Figure 2-1: Land Use/Transportation Cycle.....	2-1
Growth and Development .....	2-2
Growth in Clark County.....	2-2
Figure 2-2: Growth in Clark County, 1980 to 2000 and 2007 .....	2-3
Existing Land Uses in Clark County.....	2-3
Figure 2-3: Incorporated and Unincorporated Population, 1980, 2000 and 2007.....	2-5
Table 2-1: Growth in Population of Clark County Cities, 1980 to 2007 .....	2-7
Land Use: Plans for the Future .....	2-7
Clark County Jurisdictions' Comprehensive Land Use Plans and Zoning .....	2-7
Population and Employment Forecast .....	2-8
Transportation Analysis Zones.....	2-9
Distribution of Future Growth .....	2-9
Figure 2-4: Growth in Clark County, 2000, 2007 and Forecast 2030 .....	2-10
Figure 2-5: Population, Housing and Employment in Clark County, 1980 to 2007 & Forecast 2030. ....	2-10
Demographic and Land Use Trends.....	2-11
Figure 2-6: Population, Registered Cars and Total Vehicles in Clark County, 1980-2005 .....	2-12
Table 2-2: Clark County Demographic Data, 1970, 1980, 1990 and 2000 .....	2-12
Table 2-3: Summary of Clark County Demographics .....	2-13
Table 2-4: Clark County Journey to Work .....	2-14
Table 2-5: Summary of Clark County Growth Forecasts .....	2-14

**METROPOLITAN TRANSPORTATION PLAN FOR CLARK COUNTY**  
**UPDATED: DECEMBER 2007, AMENDED: JULY 2008**  
**TABLE OF CONTENTS (CONTINUED)**

**CHAPTER 3**

**3-1**

<b>IDENTIFICATION OF REGIONAL TRANSPORTATION NEEDS .....</b>	<b>3-1</b>
Inventory Of The Existing Regional Transportation System.....	3-1
Federal Transportation Boundaries.....	3-1
Figure 3-1: Transportation Boundaries .....	3-2
Functional Classification of the Regional Highway System.....	3-3
Principal Arterials .....	3-3
Minor Arterials.....	3-4
Collectors .....	3-4
Local Streets.....	3-4
Rural Principal Arterials.....	3-4
Rural Minor Arterials.....	3-4
National Highway System (NHS).....	3-5
Table 3-1: Designated NHS Facilities; Clark County.....	3-5
Highways of Statewide Significance (HSS).....	3-5
Designation Of The RTP Regional Transportation System.....	3-6
Figure 3-2a: Designated Regional Transportation System .....	3-7
Figure 3-2b: Designated Regional Transportation System, showing Downtown Vancouver Detail .....	3-8
Table 3-2: State Route Mileage in Clark County.....	3-10
Table 3-3: C-TRAN Fixed Route System (Nov. 18, 2007).....	3-12
Table 3-4: C-TRAN; Paratransit Service.....	3-14
Table 3-5: C-TRAN Connector Service .....	3-15
Table 3-6: C-TRAN Transit Centers .....	3-16
Table 3-7: C-TRAN Park & Ride Facilities .....	3-16
Table 3-8: CTRAN Bicycle Facilities .....	3-17
Regional Transportation System Performance.....	3-21
Growth in Traffic Volumes.....	3-21
Table 3-9: Traffic Volumes; 1985 to Current Years.....	3-21
Figure 3-3: I-5, I-205 Average Weekday Bridge Crossings.....	3-23
Table 3-10: Highest Volume Intersections in Clark County, 2006.....	3-24
Regional Travel Forecasting Model: Forecasting Future Travel Demand and Transportation Needs.....	3-24
Figure 3-4: Average Weekday Trip Types, Clark County Produced Person Trips .....	3-26
Figure 3-5: Distribution Patterns of Clark County Produced Person Trips, Average Weekday .....	3-27
Table 3-11: P.M. Peak Hour Speed .....	3-28
Table 3-12: Peak Hour Vehicle Miles Traveled .....	3-28
Table 3-13: Peak Hour Lane Miles of Congestion .....	3-29
Table 3-14: Peak Hour Vehicle Hours of Delay.....	3-29
Levels of Service.....	3-30
Table 3-15: Level of Service Definitions (HCM).....	3-31
Level of Service Standards on Highways of Statewide Significance and Highways of Regional Significance.....	3-32
Clark County/Vancouver LOS Standards .....	3-33
Table 3-16: City of Vancouver Concurrency Measurement Corridors.....	3-34
Table 3-17: Clark County Concurrency Measurement Corridors.....	3-35
Transit LOS Indicators.....	3-35
Table 3-18: C-TRAN Level of Service Indicators .....	3-36
Highway System Capacity Analysis .....	3-36
Transportation System Analysis .....	3-37

**METROPOLITAN TRANSPORTATION PLAN FOR CLARK COUNTY**  
**UPDATED: DECEMBER 2007, AMENDED: JULY 2008**  
**TABLE OF CONTENTS (CONTINUED)**

<b>CHAPTER 4</b>	<b>4-1</b>
<b>Financial Plan.....</b>	<b>4-1</b>
Overview.....	4-1
Finance Issues Since Last MTP .....	4-1
Assumptions.....	4-2
Current Revenue Sources.....	4-2
Federal Funding .....	4-2
State Funding .....	4-8
TIB Urban and Small City Funding Programs.....	4-9
TIB Small City Funding Programs.....	4-9
Table 4-1: TIB Funding Provided to the Clark County Region, 1990 to 2007 .....	4-10
Local Funding .....	4-11
Transit Revenues.....	4-12
Potential Transportation Revenues .....	4-15
MTP Revenues.....	4-16
Table 4-2: Potential Revenues Generated in Clark County .....	4-17
MTP Costs .....	4-17
Assumptions.....	4-17
System Maintenance, Preservation and Operations .....	4-17
System Improvements .....	4-18
Table 4-3: MTP List Of “Fiscally Constrained” Projects 2007-2030.....	4-19
Table 4-4: Projected Costs Of MTP Transportation System Needs .....	4-31
Consistency Between MTP And State Systems Plan and Local Plans .....	4-31
Revenues and Costs .....	4-31
Columbia River Crossing Funding Assumptions.....	4-33
Funding Strategies .....	4-34
Fiscal Constraint and the MTP.....	4-34
 <b>CHAPTER 5</b>	 <b>5-1</b>
<b>System Improvement and Strategy Plan .....</b>	<b>5-1</b>
Overview: Development of a Balanced Regional Transportation System.....	5-1
Maintenance of the Existing Regional Transportation System.....	5-1
Preservation of the Existing Regional Transportation System.....	5-1
Bridges .....	5-2
Safety .....	5-2
Economic Development and Freight Transportation .....	5-2
Freight Transportation .....	5-3
Freight Rail .....	5-4
Marine Freight .....	5-5
Air Freight.....	5-5
Non-Motorized Modes.....	5-5
Transportation Demand Management (TDM) .....	5-7
Transportation System Management (TSM).....	5-10
Intelligent Transportation System (ITS) .....	5-11
Transit .....	5-12
Coordinated Human Services Transportation Plan (HSTP).....	5-13
High Capacity Transportation (HCT) .....	5-14
Commuter Rail/Rail Capacity Issues .....	5-15
Transportation Management Areas (TMA’s).....	5-16
Congestion Management Process (CMP) .....	5-16

**METROPOLITAN TRANSPORTATION PLAN FOR CLARK COUNTY**  
**UPDATED: DECEMBER 2007, AMENDED: JULY 2008**  
**TABLE OF CONTENTS (CONTINUED)**

Environmental Issues .....	5-17
MTP Regional System Improvements and Prioritization Process .....	5-18
Bi-State Transportation .....	5-19
Columbia River Crossing Project .....	5-20
Figure 5-1: MTP Regional System Improvements .....	5-21

**CHAPTER 6** **6-1**

<b>Performance Monitoring</b> .....	<b>6-1</b>
GMA and Concurrency Management .....	6-1
Regional Travel Forecasting Model.....	6-1
Congestion Management Process .....	6-1
Air Quality Monitoring .....	6-2
Commute Trip Reduction (CTR) Law Implementation .....	6-2
Table 6-1: Corridor Congestion Index Report.....	6-3

**CHAPTER 7** **7-1**

<b>Plan Development and Implementation</b> .....	<b>7-1</b>
Public Participation in Metropolitan Transportation Planning Process .....	7-1
Metropolitan Transportation Planning Program: Required Planning Factors Implementation.....	7-2
Table 7-1: RTC's Implementation of Planning Factors, Status Report .....	7-2
MTP Implementation .....	7-6
MTP Update Process.....	7-7
Table 7-2: Chronology of MTP Update and Amendment, 1994 to 2008.....	7-9

**METROPOLITAN TRANSPORTATION PLAN FOR CLARK COUNTY**  
**UPDATED: DECEMBER 2007, AMENDED: JULY 2008**  
**TABLE OF CONTENTS (CONTINUED)**

<b>MTP APPENDIX A .....</b>	
<b>Transportation Capacity Improvements Assumed In MTP Network.....</b>	<b>A-1</b>
Table A-1: Metropolitan Transportation Plan (MTP) Update (2007).....	A-2
Projects Assumed to be Completed by 2030 .....	A-2
Table A-2: Other Transportation System Development Elements.....	A-23
<b>Determination of Conformity with Air Quality State Implementation Plan (SIP) .....</b>	<b>A-28</b>
Introduction.....	A-28
Air Quality Status .....	A-28
Applicable State Implementation Plan.....	A-28
CO Limited Maintenance Plan.....	A-29
Consultation Process.....	A-29
Status of Transportation Control Measures .....	A-29
Conformity Determination.....	A-30
 <b>APPENDIX B</b>	 <b>B-1</b>
<b>The Strategic Metropolitan Transportation Plan (MTP) .....</b>	<b>B-2</b>
Clark County High Capacity Transit System Study .....	B-3
New Transportation Corridors Visioning Study .....	B-3
The Regional Transportation System: Future Needs .....	B-4
 <b>MTP APPENDIX C</b>	
Community Framework Plan .....	C-1
5.0 County-wide Planning Policies.....	C-1
 <b>MTP APPENDIX D</b>	
Transportation Security in the Vancouver/Clark County Region: Technical Paper (June 2007) .....	D-1
 <b>MTP APPENDIX E</b>	
Consideration of the Environment and Environmental Mitigation in the Metropolitan Transportation Planning Process: Technical Paper (June 2007) .....	E-1
 <b>MTP APPENDIX F</b>	
RTC: Year of Expenditure Methodology and Fiscal Constraint Determination(December 2008).....	F-1
 <b>MTP LIST OF ACRONYMS</b>	



MEMORANDUM

**TO:** Southwest Washington Regional Transportation Council Board of Directors  
**FROM:** Dean Lookingbill, Transportation Director  
**DATE:** November 27, 2007  
**SUBJECT:** 2007 Metropolitan Transportation Plan, Resolution 12-07-24

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**BACKGROUND**

The Metropolitan Transportation Plan (MTP) for Clark County is the long-range, regional transportation plan and is made available on RTC's web site at <http://www.rtc.wa.gov/programs/mtp/outline.htm>. The MTP must have at least a twenty-year planning horizon, therefore the 2007 MTP update plans for a 2030 regional transportation system. The MTP is a part of the required federal transportation planning process and represents the collective strategy for developing a regional transportation system to provide mobility and accessibility for person trips as well as freight and goods movement. The transportation plan is based on the Comprehensive Growth Management Plan for Clark County and supports local land uses and the region's economic development. The MTP identifies future travel needs, recommends policies/strategies, and identifies implementation programs to meet future transportation needs. Federal and state law requires that the Plan undergo periodic review. The RTC Board of Directors adopted the initial Metropolitan Transportation Plan (MTP) for Clark County in December 1994, and the MTP has been subject to annual review. Since 1994, four major updates and five MTP amendments have been adopted. The 2007 MTP update focuses on bringing RTC into compliance with the current federal transportation act, SAFETEA-LU. It also focuses on consistency between state, regional, and local plans with projects from recently updated state and local plans incorporated into the MTP. The Regional Transportation Advisory Committee (RTAC) reviewed the draft 2007 Metropolitan Transportation Plan update at its November 2007 meeting and has recommended adoption by the RTC Board of Directors. RTC Board action on this Resolution will complete the federally-required MTP update process for RTC. The adopted MTP will be forwarded to WSDOT, the Federal Highway Administration, and Federal Transit Administration.

Key elements of the MTP that have been reviewed during 2007 are listed below:

- MTP Framework, Purpose, and Goals (MTP Chapter 1)
- 2030 Horizon Year and Demographic Forecast (MTP Chapter 2)
- Designated Regional Transportation System (MTP Chapter 3)
- 2030 Travel Demand Forecast (MTP Chapter 3)
- Regional Transportation System Needs, Projects and Strategies (MTP Chapter 3, 5 and Appendix A)
- Financial Plan: Revenue Forecast and Cost Estimates (MTP Chapter 4)

- Air quality conformity (MTP Appendix A-2)
- Strategic Plan (MTP Appendix B)
- SAFETEA-LU Compliance and Planning Factors: Security and Environmental Mitigation (MTP Appendices D and E)

The MTP is developed with technical review and input provided by the Regional Transportation Advisory Committee (RTAC) and policy review provided by the RTC Board of Directors.

Throughout the MTP update process, numerous opportunities for public participation were available. These public participation opportunities have included a transportation booth at the Clark County Fair in August and an open house in November where the public were invited to discuss the draft MTP updated with RTC staff. In addition, RTC staff made presentations at neighborhood, community, and civic meetings during the course of the year. The MTP is made available on RTC's web site at <http://www.rtc.wa.gov/programs/mtp/outline.htm>. Involvement of the public in regional transportation planning builds from local efforts. During 2007, public participation has included meetings hosted by the Columbia River Crossing project and C-TRAN meetings on service changes. There have been meetings hosted by WSDOT on specific projects such as the SR-14 and SR-502 corridor projects. Meetings on the Comprehensive Plan update and on specific transportation topics have also been hosted by local jurisdictions. Monthly meetings of the RTC Board of Directors allow the public to comment on regional transportation issues in a formal setting. All comments at these meetings become part of the meeting record. The MTP update has been a regular agenda item at many of the RTC Board meetings during 2007.

## **POLICY IMPLICATION**

The MTP represents the framework plan and policies for development of the regional transportation system. Projects must first be identified in the MTP before they can be programmed for federal funding in the Metropolitan Transportation Improvement Program (MTIP).

RTC works in coordination with WSDOT, C-TRAN, and local jurisdictions as state and transit plans are developed and as the transportation elements of local comprehensive plans are updated. This coordination helps to ensure consistency between state, regional, and local plans. RTC, as the Regional Transportation Planning Organization (RTPO), must certify that there is consistency between the MTP and the transportation elements of local comprehensive plans required under the Growth Management Act (GMA) and that the transportation elements conform with the GMA's requirements. Completion of the RTPO certification process is anticipated in early 2008 following the 2007 updates to the Clark County Comprehensive Growth Management Plan (September 2007) and this Metropolitan Transportation Plan (MTP) update (December 2007).

Air quality policies and laws require consultation between RTC and resource agencies in development of the MTP. Given the Clark County region's air quality status, "unclassifiable/attainment" for Ozone and "Maintenance Area" for Carbon Monoxide (CO), the region no longer has to carry out regional air quality conformity analysis. However, the MTP still needs to include a determination of air quality conformity which is documented in Appendix A-2.

On November 1, 2007, staff from the Environmental Protection Agency (EPA), Federal Highway Administration, and State Departments of Ecology and Transportation consulted with RTC on the air quality conformity section of the MTP. Most recently, the EPA made a finding of adequacy, published in the November 19, 2007, Federal Register, for the region's Carbon Monoxide (CO) Second 10-year Limited Maintenance Plan (LMP), 2006-2016.

MTP amendment is anticipated in 2008 to incorporate decisions of the Columbia River Crossing Project, the Clark County High Capacity Transit System Study, and C-TRAN's 20-year Transit Development Plan.

**BUDGET IMPLICATION**

Regular update and amendment of the adopted MTP is a requirement for the receipt of federal transportation funds. Federal regulations require that the MTP contain a financial plan that demonstrates consistency between proposed transportation investments and available and projected revenues. One of the key federal requirements of an MTP is that it be "fiscally constrained" meaning there should be a reasonable expectation that revenues will be available to provide for the list of projects and transportation strategies contained in the MTP and to support the operations and maintenance of a safe, multimodal, transportation system. The MTP's financial plan is in Chapter 4. Based on analysis of forecast revenues and cost estimates for operations, maintenance, projects, and strategies, the 2007 MTP update appears to meet the federal requirement for "fiscal constraint".

**ACTION REQUESTED**

Adoption of Resolution 12-07-24, "2007 Metropolitan Transportation Plan".

ADOPTED this 4<sup>th</sup> day of December 2007,

by the Southwest Washington Regional Transportation Council.

SOUTHWEST WASHINGTON  
REGIONAL TRANSPORTATION COUNCIL

ATTEST:

  
Betty Sue Morris  
Chair of the Board

  
Dean Lookingbill  
Transportation Director

**Attachments** (paper copies provided for Board members; weblink <http://www.rtc.wa.gov/board/packets/200712/>)



July 22, 2008

**BEFORE THE SOUTHWEST WASHINGTON  
REGIONAL TRANSPORTATION COUNCIL BOARD OF DIRECTORS  
RESOLUTION 07-08-10**

FOR THE PURPOSE OF ENDORSING THE LOCALLY PREFERRED ALTERNATIVE FOR THE COLUMBIA RIVER CROSSING PROJECT AND AMENDING THE 2008 METROPOLITAN TRANSPORTATION PLAN.

WHEREAS, the Metropolitan Transportation Plan (MTP) for Clark County is the long-range, regional transportation plan.

WHEREAS, the MTP is a part of the required federal transportation planning process and represents the collective strategy for developing a regional transportation system to provide mobility and accessibility for person trips as well as freight and goods movement

WHEREAS, the transportation plan is based on the Comprehensive Growth Management Plan for Clark County and supports local land uses and the region's economic development

WHEREAS, the MTP identifies future travel needs, recommends policies/strategies, projects and identifies implementation programs to meet future transportation needs

WHEREAS, the Columbia River Crossing (CRC) is a proposed multimodal bridge, transit, highway, bicycle and pedestrian improvement project sponsored by the Oregon and Washington transportation departments in coordination with Metro, TriMet and the City of Portland as well as the Regional Transportation Council of Southwest Washington, C-TRAN and the City of Vancouver, Washington

WHEREAS, the CRC project is designed to improve mobility and address safety problems along a five-mile corridor between State Route 500 in Vancouver, Washington, to approximately Columbia Boulevard in Portland, Oregon, including the Interstate Bridge across the Columbia River

WHEREAS, the capital costs of the project would be funded by a combination of Federal Transit Administration (FTA) New Starts funding for the transit component, Federal Highway Administration (FHWA) funding for highway, freight, bicycle and pedestrian improvements, with additional funds provided by the states of Oregon and Washington

WHEREAS, tolls are also proposed for the new I-5 bridge to pay for a portion of the capital project and to manage transportation demand

WHEREAS, On June 24, the CRC Task Force initiated the LPA process by approving the following recommendation

- A replacement bridge with three through lanes northbound and southbound.
- Light rail as the preferred high capacity transit mode with an alignment and terminus based on FTA funding, technical considerations and Vancouver City Council and C-TRAN votes in early July 2008.
- Formation of a formal oversight committee.

- Continuation of existing advisory committees dealing with freight, pedestrians and bicycles, urban design, community and environmental justice and creation of a new sustainability working group.
- A list of project and regional elements that have not been made final at this time, but which the CRC Project recognizes the need for consideration.

WHEREAS, the Regional Transportation Advisory Committee (RTAC) reviewed and gave their technical recommendation to the proposed Columbia River Crossing Locally Preferred and amendment to the MTP at their July 18 meeting

WHEREAS, the CRC Draft Environmental Impact Statement has been through extensive public review

WHEREAS, the LPA has been recommended by the following: 1) CRC Task Force, 2) Vancouver City Council, 3) C-TRAN Board of Directors, 4) Tri-Met Board of Directors, 5) City of Portland Council, 6) JPACT, and Metro Council

WHEREAS, RTC Board action on this Resolution will meet the federally-required MTP amendment and will complete the adoption of the LPA by all of the Sponsor Agencies. RTC's and Metro's amended MTP's will be forwarded to the Federal Transit Administration and thereby allow the project to apply for FTA New Starts funding

THEREFORE BE IT RESOLVED, based on the information findings and public comment, this resolution finds that the RTC Board supports a locally preferred alternative for the Columbia River Crossing project as follows:

- I-5 replacement bridge with three through lanes in each direction. The number of auxiliary lanes (two to three) are to be determined through further analysis. The project also includes reconstructed interchanges within the bridge influence area.
- Light rail transit as the high capacity transit mode.
- Clark College terminus with a Vancouver alignment that travels south/north on the Washington-Broadway couplet, then turns east on McLoughlin with a terminus at the Clark College vicinity.

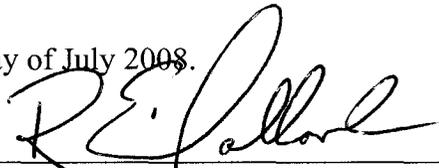
FURTHERMORE, as the project moves forward through the EIS process and to a Record of Decision, the following policy issues need to be addressed.

- The sum of the CRC project elements need to be interwoven to produce a balanced multi-modal project that includes highway, high capacity transit, freight movement, transportation demand management, and bicycle and pedestrian improvements.
- Creation of a formal oversight committee that works as equal partners, striving for consensus and providing for a public process of review, deliberation and decision-making for outstanding major project issues and decisions. The Governors of Washington and Oregon issued a joint letter on June 19, 2008, calling for the committee to include representatives of WSDOT and ODOT, RTC and Metro, C-TRAN and TriMet, and Vancouver and Portland. The Governors' letter also called for the Council to be chaired by two citizens, one from each state.
- Direct the Bi-State Coordination Committee to evaluate the other bottlenecks within the system (e.g. I-405 / I-5 loop, Rose Quarter, etc.)

- Reflecting prior agreements between Oregon and Washington the costs for the design and construction of the I-5 replacement bridge should be shared equally between Oregon and Washington. The costs for the roadway and interchanges in each state would be covered by the respective state. For the HCT capital, operation, and maintenance costs the proportions shall be calculated by dividing the length of the HCT corridor in Washington and the length of the HCT corridor in Oregon, as determined by the State DOT's acknowledged state line in the Columbia River, by the total length of the HCT corridor from the Expo Center Station to the terminus in Clark County.
  - o Given the projected inequity between States in the funding derived from tolls, we ask that the oversight committee consider alternate methods to achieve greater funding equity, such as providing Washington residents working in Oregon a deduction on their Oregon Income Taxes for tolls paid.
- A detailed financing plan including costs and sources of revenue must be proposed and presented to partner agencies and the public.
- With regards to possible tolling as a revenue source for the CRC Project, we give the following direction:
  - o First, set up a process that works with and educates the public on potential tolls, modeled after (and learning from) the tolling implementation committee created by the Legislature and Governor in House Bill 3096 (creating the same for tolling the SR-520 bridge and reporting to the Governor and Legislature by January 2009)
  - o Second, limit the costs of tolls to funding for the local share of the construction costs of the CRC Project within the Bridge Influence Area, and only after all other sources of Federal and State revenue are exhausted.
- Any means chosen to finance operations of the HCT component of the CRC project shall be submitted to impacted C-TRAN voters for approval
- The design of the highway interchanges, bridge, and transit facilities should reflect the principles of sustainability, cost efficiency and context sensitivity. Further analysis should be undertaken of the greenhouse gases from the project.

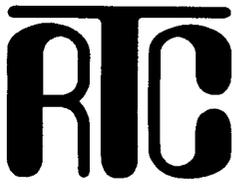
NOW, THEREFORE, BE IT FURTHER RESOLVED that the RTC Metropolitan Transportation Plan be amended to include the Locally Preferred Alternative as stated herein.

ADOPTED by the RTC Board of Directors this 22nd day of July 2008.

  
\_\_\_\_\_  
Royce E. Pollard, Chair of the Board

ATTEST:  
  
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Dean Lookingbill, RTC Transportation Director

Attachment: RTC Board Memorandum "2008 Metropolitan Transportation Plan Amendment: Columbia River Crossing Locally Preferred Alternative"



## MEMORANDUM

**TO:** Southwest Washington Regional Transportation Council Board of Directors  
**FROM:**  Dean Lookingbill, Transportation Director  
**DATE:** July 15, 2008  
**SUBJECT:** **2008 Metropolitan Transportation Plan Amendment: Columbia River Crossing Locally Preferred Alternative**

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**BACKGROUND - MTP**

The Metropolitan Transportation Plan (MTP) for Clark County is the long-range, regional transportation plan and is made available on RTC's web site at <http://www.rtc.wa.gov/programs/mtp/outline.htm>. The MTP is a part of the required federal transportation planning process and represents the collective strategy for developing a regional transportation system to provide mobility and accessibility for person trips as well as freight and goods movement. The transportation plan is based on the Comprehensive Growth Management Plan for Clark County and supports local land uses and the region's economic development. The MTP identifies future travel needs, recommends policies/strategies, projects and identifies implementation programs to meet future transportation needs.

**BACKGROUND - COLUMBIA RIVER CROSSING PROJECT**

The Columbia River Crossing (CRC) is a proposed multimodal bridge, transit, highway, bicycle and pedestrian improvement project sponsored by the Oregon and Washington transportation departments in coordination with Metro, TriMet and the City of Portland as well as the Regional Transportation Council of Southwest Washington, C-TRAN and the City of Vancouver, Washington. (More detailed project information may be found at: <http://www.columbiarivercrossing.org/>.) The CRC project is designed to improve mobility and address safety problems along a five-mile corridor between State Route 500 in Vancouver, Washington, to approximately Columbia Boulevard in Portland, Oregon, including the Interstate Bridge across the Columbia River.

The capital costs of the project would be funded by a combination of Federal Transit Administration (FTA) New Starts funding for the transit component, Federal Highway Administration (FHWA) funding for highway, freight, bicycle and pedestrian improvements, with additional funds provided by the states of Oregon and Washington. Tolls are also proposed for the new I-5 bridge to pay for a portion of the capital project and to manage transportation demand.

On June 24, the CRC Task Force initiated the LPA process by approving the following recommendation.

CRC Task Force June 24, 2008, Recommendation

- A replacement bridge with three through lanes northbound and southbound.

- Light rail as the preferred high capacity transit mode with an alignment and terminus based on FTA funding, technical considerations and Vancouver City Council and C-TRAN votes in early July 2008.
- Formation of a formal oversight committee.
- Continuation of existing advisory committees dealing with freight, pedestrians and bicycles, urban design, community and environmental justice and creation of a new sustainability working group.
- A list of project and regional elements that have not been made final at this time, but which the CRC Project recognizes the need for consideration.

The Regional Transportation Advisory Committee (RTAC) will review and provide their technical recommendation on the proposed Columbia River Crossing Locally Preferred Alternative at their July 18 meeting. In addition, the CRC Draft Environmental Impact Statement has been through extensive public review. To date, the LPA has now been recommended by the following: 1) CRC Task Force, 2) Vancouver City Council, 3) C-TRAN Board of Directors, 4) Tri-Met Board of Directors, 5) City of Portland Council, and 6) JPACT. RTC Board action on Resolution 07-08-10 will meet the federally-required MTP amendment and will complete the adoption of the LPA by all of the Sponsor Agencies. RTC's and Metro's amended MTP's will be forwarded to the Federal Transit Administration and thereby allow the project to apply for FTA New Starts funding.

Attached for your information are the resolutions from the City of Vancouver, C-TRAN and Metro's JPACT committee.

### **LOCALLY PREFERRED ALTERNATIVE**

The approval of a locally approved alternative is an action that describes the project to be advanced into further analysis, engineering, financing, and impact mitigation. The final project to be proposed for construction will not be fully defined until the final EIS and the Record of Decision are completed.

Based on the information, findings and public comment, the RTC Board supports a locally preferred alternative for the Columbia River Crossing project as follows:

- I-5 replacement bridge with three through lanes in each direction. The number of auxiliary lanes (two to three) are to be determined through further analysis. The project also includes reconstructed interchanges within the bridge influence area.
- Light rail transit as the high capacity transit mode.
- Clark College terminus with a Vancouver alignment that travels south/north on the Washington-Broadway couplet, then turns east on McLoughlin with a terminus at the Clark College vicinity.

As the project moves forward through the EIS process and to a Record of Decision, the following policy issues need to be addressed.

- The sum of the CRC project elements need to be interwoven to produce a balanced multi-modal project that includes highway, high capacity transit, freight movement, transportation demand management, and bicycle and pedestrian improvements.
- Formation of a Project Sponsors Council to continue to guide the development of the project through the EIS process. The Governors of Washington and Oregon issued a joint letter on June 19, 2008 calling for the Project Sponsors Council to include representatives from WSDOT and ODOT, RTC and Metro, C-TRAN and TriMet, and Vancouver and Portland.

The Governors' letter also called for the Council to be chaired by two citizens, one from each state. The committee is charged with advising the two state transportation departments and two transit agencies on a consensus basis to the greatest extent possible regarding the major project development issues.

- A detailed financing plan including costs and sources of revenue must be proposed and presented to partner agencies and the public.
- The design of the highway interchanges, bridge and transit facilities should reflect the principles of sustainability, cost efficiency and context sensitivity. Further analysis should be undertaken of the greenhouse gases from the project.

## **METROPOLITAN TRANSPORTATION PLAN AMENDMENT**

The currently adopted MTP (December 2007) includes the CRC project in the Strategic Plan section of illustrative projects. The CRC project is not currently included in the “fiscally-constrained” portion of the MTP. Approval of Resolution 07-08-10 would amend the fiscally-constrained MTP to include the CRC locally preferred alternative. This federal requirement means that there is a reasonable expectation that revenues will be available to provide for the list of projects and transportation strategies contained within the MTP. The CRC project has developed a project funding strategy that outlines a range of potential project revenues and funding for the \$3.5-3.7 billion project.

The CRC project meets the federal and state process requirements for MTP amendment. The CRC project has been developed with extensive public participation opportunities. The CRC project team has also consulted with resource agencies and tribes throughout the DEIS and project development process. Regional air quality conformity analysis is no longer required for update and amendment to the MTP, given the air quality status of the Clark County region.

A Federal Transit Administration New Starts application for the transit portion of the CRC project will be submitted in mid-August. One of the required elements for the New Starts submittal is for the project to be in the region's approved metropolitan transportation plan.

Amending the MTP to include the CRC locally preferred alternative involves changes to Chapter 3: Regional Transportation System, Chapter 4: Finance Plan, Chapter 5: System Improvement and Strategy Plan, Chapter 7: Plan Development and Implementation and Appendices A and B.

The full set of chapters and page locations for amending the MTP are listed below:

- Chapter 3 Regional Transportation System – page 3-6, 3-7, 3-10
- Chapter 4 Finance Plan – page 4-18, 4-19, 4-30, 4-31, 4-33
- Chapter 5 System Improvement and Strategy Plan – page 5-2, 5-14 and 5-21
- Chapter 7 Plan Development and Implementation – page 7-11
- Appendices A and B – page A-2, and B-3

One of the key pages that describes the CRC LPA amendment is Table 4-3: List of Fiscally Constrained Projects 2007-2030. This table is in Chapter 4: Financial Plan. The LPA would amend the table to state that the I-5 Columbia River Crossing from SR-500 in Vancouver to Columbia Boulevard in Portland would include a “Replacement I-5 river crossing and reconstructed interchanges within the bridge influence area. Light Rail Transit with terminus in Clark College vicinity.” Two other key references to the amended CRC project are also attached for the Board's

reference. These include, a project description map, and page 4-33 in the Financial Plan chapter which describes the funding assumptions for the project.

### **POLICY IMPLICATION**

The MTP represents the framework plan and policies for development of the regional transportation system. Projects must first be identified in the MTP before they can be programmed for federal funding in the Metropolitan Transportation Improvement Program (MTIP).

Affirmative action on Resolution 07-08-10 amends the locally preferred alternative for the Columbia River Crossing Project into RTC's Metropolitan Transportation Plan.

### **BUDGET IMPLICATION**

Regular update and amendment of the adopted MTP is a requirement for the receipt of federal transportation funds. Federal regulations require that the MTP contain a financial plan that demonstrates consistency between proposed transportation investments and available and projected revenues. One of the federal requirements of an MTP is that it be "fiscally constrained" meaning there should be a reasonable expectation that revenues will be available to provide for the list of projects and transportation strategies contained in the MTP and to support the operations and maintenance of a safe, multimodal, transportation system. The MTP's financial plan is in Chapter 4. Based on analysis of potential revenues and cost estimates the CRC project meets the federal requirement for "fiscal constraint".